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ABSTRACT

Every agency with a responsibility for teacher education has a legitimate role in inservice education, and these roles should be formalized in cooperative arrangements. Five types of power which affect an institution's ability to motivate teachers to continue inservice education are: (1) expert (innovation and research, management and organizational ability); (2) reward (salary increments, certification, portfolio enhancement); (3) coercive (dismissal, reassignment, litigation); (4) referrent (giving prerogatives to others closely allied professionally); and (5) legalistic (school law, certification, mandated evaluation, and bargaining procedures). Four education agencies possess power in one or more of these areas to provide incentives for teachers to participate in inservice education. State education agencies (SEAs) typically have a legalistic power base. The primary inservice activity of the SEA should be to implement the spirit and letter of the laws and policies of the state in inservice programs. The SEA should provide and coordinate "low interest high need" inservice programs. Local education agencies (LEAs) have their main power base in inservice education in the rewards they are able to provide: employment, salary increments, promotions, and stipends for continuing education. Institutions of higher education (IHEs) have, as their primary power base, expertise in the field. Professional teacher associations also have a power base which consists of referrent power as well as expert and legalistic power. These organizations should work together in a collaborative arrangement to implement and reinforce inservice programs and to motivate teachers. A consortium formed by the SEA, IHE, LEA and the professional teacher association to promote inservice teacher education would enjoy a sixth source of power, that of a network. One of the prime assets of the consortium would be that the representatives for the various agencies would be privy to inservice teacher education efforts, would understand the source and nature of priorities, and would be in a position to marshall all of their resources for common objectives. (JD)

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COLLABORATION AND POWER BASES IN INSERVICE TEACHER EDUCATION

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by

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Introduction

"Inservice is forever." That statement made by a teacher in a small group discussion, uniquely sums up a realization increasingly shared by many teachers, administrators, college professors and laymen. Inservice education is indeed here to stay in the foreseeable future, as are degree programs, certification requirements, legislative and judicial mandates.

The basic question is, what will be the form, and substance of inservice education? The substance of inservice education is in a state of flux because our fund of knowledge is increasing, and our biases shift about what knowledge is of most worth. Substance emerges from job related concerns on site, from legal sources, from research, and other areas. While substance is important, and should provide the sine qua non of planning, implementation, and evaluation of inservice education, it is not the purpose of this paper.

Instead, the concern here is to focus upon the form (or structure) of inservice education and to directly address the question of who should do what. The fundamental premise is that every agency with a responsibility for teacher education has a legitimate role in inservice education and these roles need to be formalized in cooperative arrangements. There simply is too much to do and no agency by itself possesses enough resources to handle the myriad demands for the continuing education of teachers.

With apologies to Lewis Carroll, imagine this conversation between Alice (a teacher) and Humpty Dumpty (an unspecified agency delivering inservice teacher education).

"I don't know what you mean by 'inservice'," Alice said.

Humpty Dumpty smiled contemptuously. "Of course you don't - til I tell you. I meant, I can deliver all things to all people at all times."

"But 'inservice' doesn't mean 'delivering all things to all people at all times,'" Alice objected.

"When I use a word," Humpty Dumpty said, in a rather scornful tone, "It means just what I choose it to mean - neither more nor less."

"The question is," said Alice, "Whether you <u>can</u> make words mean so many things."

"The question is," said Humpty Dumpty, "which is to be master - that's all."

This imaginary conversation tends to underscore two problems inherent with inservice teacher education. On the other hand there is a confusion over definition of purpose and role.

In the interest of clarifying potential contributions of the

various agencies active in inservice teacher education, this paper will examine the sources of power that agencies have and how these may be useful in the collaborative efforts for inservice teacher education.

Bases of Power

There are a variety of ways of defining power. For the purpose of this discussion, power refers to the ability to act or to produce an effect, and is further limited in this context to the ability to provide education and training for continuing professional staff development. In fact, this entire paper is concerned with releasing institutional potential to contribute to the continuing education of educators.

Power can be viewed from its sources. As a river has tributaries with sources, so too do institutions have sources of power for being effective. And as with river tributaries, there are no "right" or "wrong" sources of power for institutions. Right and wrong are simply inappropriate concepts to apply in this context.

Five sources of power which affect an institution's ability to motivate teachers to continue inservice education can be identified. They are reward power, coercive power, expert power, referrent power, and legalistic power. Each power base has legitimate foundations in inservice education. Reward power refers to the perception on the part of the target group of the ability of institutions to reward participants in some way. Coercive power refers to the perception of the participants that the institution has the ability to punish or deliver sanctions. Expert power refers to the perception of the participants that the institution possesses the necessary knowledge, information and skills. Referrent power exists when others voluntarily endow perquisites on the basis of personal charisma or persons (or institutions) with whom they identify. Legalistic power refers to the investiture of responsibility to carry out the implementation of court orders and federal, state and local laws and policies. Each of these power bases will now be examined in more detail.

Reward power in inservice education has long been a recognized power source. Just consider the following rewards: salary increments, certification, degrees, individual satisfaction, portfolio or placement paper enhancement, promotion and professional advancement, and prestige and status. Most, if not all, professionals have been motivated at one time by one of these rewards or combinations.

As one begins to examine these traditional reward power sources, it is apparent that as a person progresses through a career, there are shifts in relevance regarding which institution holds the power of rewards. Institutions of higher education (IHE's) have reward power in terms of grades, credits, degrees and prestige, and portfolio enhancement. State education agencies (SEA's) have reward power in terms of certification of institutions and individuals, approved inservice credit, and granting prestige and status through appointments to state wide committees. Local education authorities (LEA's) have reward power in terms of salary increments, professional advancement, prestige and status through committee assignments and portfolio enhancement. Professional organizations have reward power in terms of negotiation of salaries and working conditions, lobbying successes and professional study and reports.

One may admit that all of the above operate and contribute to a teacher's willingness to participate in inservice offerings, but that the most important reward of all is the individual satisfaction coming from learning something new, of the flash of new insight, and of the quiet security of feeling more competent after learning a new skill or becoming a more effective teacher or professional. If all of the college courses, inservice courses, conferences, charrettes and the like, could only deliver significant individual satisfaction most of the time, the problems associated with inservice would be quite different. However, the main promise of collaboration among the various institutions is in increasing the potential for individual satisfaction through high quality inservice programs.

Coercive power is perhaps the least used power base of the five presented. Although verbalized seldom, coercive measures are implicit in many interactions. Examples of coercive measures include: dismissal, reassignment, grades, strikes, litigation and withdrawal of services or support (such as salary increments, program money, ten re or approval of programs). A subtle, but realistic coercion exists in the realm of professional expectations, in that workers hold dear to diverse philosophies. That is, professional expectations derive from personal idiosyncratic orientations, from idiosyncratic building expectations, from district expectation and from broad professional expectations.

Most of the sanctions held as far as teachers are directly concerned, are the prerogatives of the local education agency. These include the responsibility and right for dismissal, reassignments, withholding tenure or increments. State agencies have the right to withhold or disapprove the granting of state and some federal funds, credit for inservice workshops, and program approval. Typically these sanctions are more removed from affecting teachers directly in that they reach teachers through the LEA.

Colleges and universities have few sanctions in reserve for teachers. Once enrolled in courses, grades of course can become a sanction. Dismissal from degree programs can also occur for such infractions as plagiarism. Teacher organizations have at their disposal strikes and negotiated settlements as a source of coercive power. Litigation, of course, is open to all agencies as well as to teachers.

Expert power has also been traditionally utilized as a basis for influencing others. In teacher education this is manifested in terms of innovation and research, management and organizational ability, awareness of needs and problems, familiarity with the knowledge base of teacher education, supervision, and the collection of data. In reference to expert power, it is important to realize that all agencies possess expert power at one time or in one context or another. Expertise is not the exclusive province of any agency. LEAs are expert in identifying job related training needs. SEAs, through their surveys and data collection activities, typically provide descriptive expertise. IHEs are traditionally thought of as producers of the knowledge base of teacher education through research and development. Professional

organizations, if not the teachers themselves as individuals, are the experts on job embedded concerns. The important thing to remember here is that when the subject of the retraining activity lies in one area, the expertise should be sought from whatever source it emanates.

Referrent power is best understood in the context of inservice education as being either intra-professional or cross-professional in nature. An intra-professional referrent is the deliberate giving of prerogatives to others closely allied professionally. At its more fundamental level, a teacher may give prerogatives to a supervisor because he/she identifies with or respects the supervisor, apart from the prerogatives given for role expectations. In such a situation, both teacher and supervisor are from the same agency. The same sort of thing appears on college campuses when education faculty give up certain prerogatives to other faculty whom they admire. Another example of intra-professional referrent power may occur between a college supervisor and a cooperating teacher when each admire the other's ability.

Cross-professional referrent power is the deliberate giving of prerogatives to others in related fields outside of teacher education. Examples of this would include extending prerogatives to psychologists, sociologists, legislators, management specialists and others who have not specialized in teacher education. The professional influence exerted derives to some extent upon the willingness of the teacher (educator) to identify with the outside professional. One is tempted to wonder about the impact of this form of referrent power in IHE's, especially as teacher education faculty give up decision making in courses and programs to colleagues outside the department or school of education.

Legalistic power comes from legal or quasi-legal rights to influence. Examples of this power in teacher education comes from school law in each of the states, certification, election to office, appointment to office, mandated evaluation procedures, and bargaining procedures. State departments of education have responsibility for enforcing and administrating state laws. Responsibility for compliance is delegated to local superintendents and to building principals. Examples of current legislation are concerned with accountability, P.L. 94.142 (Education of the Handicapped) and civil rights. The difference between this legalistic source of power is that compliance is expected and noncompliance carries with it commensurate punishment. Individuals affected by this power base have three options: comply, resign, or disobey and suffer the consequences. In practical terms, not every law is possible to carry out even if educators are willing to do so. One of the reasons for lack of compliance is ignorance or the lack of ability to do what is required, hence the need for inservice activities. These inservice activities may or may not relate to needs as perceived by teachers. Success in innovation by legal edict will be determined largely by recognition that the motivation of the teachers, the approach and activities scheduled, and the evaluation procedures are different from those that emanate from grass roots level identified needs.

Another source of legalistic power stems from quasi-legal or non mandatory legislation. Quasi-legal refers to authority to influence by virtue of appointment or election to office. Included in this category are officers in teachers' organizations, superintendents, principals and deans of education. Such persons represent their offices officially, but they have additional power beyond that of the legal mandate. Their interpretations of mandates and constituency wishes carry weight beyond that of which is legally endowed. Non mandatory legislation refers to legislation which permits existence of programs but does not provide them, such legislation may or may not carry funds for implementation.

Power Bases of Agencies

Thus far an attempt has been made to identify bases of influence serving as incentives for teachers to participate effectively in inservice education. Each is legitimate and each has a place in the agencies discussed. Next, each agency will be discussed in order to derive suggestions for increasing the power of the inservice effort. The primary suggestion is that each agency has a unique role in inservice education and should develop strengths in a specific power base.

State Education Agencies

State departments of education typically have as their unique power base, the legalistic one. They have the responsibility for carrying out mandates relating to education and for writing regulations pertaining to them. Legislation and policy formation are essentially potitical in nature. In order to understand the nature of this power base for each state one needs to understand the relationship between the various agencies as well as to know the political power structures among teachers themselves and the various political interest groups formed by the citizens. Some states have inservice tied to credentials or certificates. Some states have the inservice decision making done at the local level, while others do not. Some states mandate inservice while others do not.

If the SEA does have this legalistic base, and most do, then the primary inservice activity of the SEA ought to be directed at implementing the spirit and letter of the laws and policies of that state. All other activity should be ancillary to this prime function. This is especially true currently with the increase in legislation both at the state and federal level. The impact of the various accountability laws, the education of the handicapped (94.142), the early childhood legislation, and the multicultural laws provide more activity than most state departments can handle by themselves. These laws represent prime targets for the exercise of legalistic power.

It should be recognized that in the exercise of this prime responsibility, SEAs must generate data, conduct need surveys, do "child find" activities and other census type activities. These produce a level of expertise stemming primarily from descriptive research. Other agencies need to understand this element of SEA power and seek this information as they plan inservice activities. These agencies should also collaborate with the SEA in designing, implementing and evaluating the data thus generated.

Another unique function of the SEA is to help provide and coordinate low interest high need inservice training activities. Some training activities identified will affect a small number of teachers in a state, but those teachers may have a high need (or the specialized training may be imperative for implementing a much larger program). Local districts may well have their hands full providing high need, high interest inservice for their district, and they do not have the resources, or, in the interest of efficiency, do not provide the low interest, high need training, especially when the need may affect less than 1% of the teachers. In this case the SEA may identify an IHE or local district which does have the resources to do the job and disseminate this information to all interested parties. In the event that a clearly identified source does not exist, then the SEA may collect the necessary resources from a variety of agencies drawing upon vocational resources if necessary, and provide the training at a centralized location.

Local Education Authorities

Local education authorities have their main power base in inservice education in the rewards they are able to provide. Typically this takes the form of employment, salary increments, promotions, and stipends for continuing professional development. Unlike the other agencies, the LEA is in a better position to motivate teachers with tangible incentives.

One of the unique functions of LEAs is to identify district high need, high interest job related inservice activities. The typical vehicle for providing these job related activities in the LEAs is the workshop. Since the LEA is in the best position to identify job related concerns, they possess that unique expertise; other agencies should seek out this information and collaborate with the LEA in designing, implementing and evaluating these job related activities.

In addition to reward power of the LEA, they also have legalistic power similar to the SEA, except that theirs is directed at the local district. In addition to federal and state laws and policies, they also have local policies established by the local board of education or superintendent. The same general principles apply to the LEA in this regard as apply to the SEA.

It is important to recognize that LEAs perform inservice training from a variety of power bases (as do the other agencies), but any attempt to increase the effectiveness of the inservice program must take into account the fact that real differences exist and must plan

accordingly. For example, it is a mistake in power base identification to think that, by providing workshops on Public Law 94.142, the LEAs are relating to teacher's needs as they see them. Any workshop which is "handed down from above" can hardly be viewed as providing for teachers needs. Such a workshop provides for district needs or legal needs, not necessarily needs of teachers. This form of job related inservice may be labeled more properly staff development since that term describes the activity and the power base.

It should be obvious at this point that staff development is not being used in a derogatory light. However, providing what teachers need as determined by someone else is not providing for teachers' needs as seen from their view. Thus, the relationship between staff development needs and teachers' needs is one of depending on identifying the power base. In the case of staff development, the reward power base of the LEA is very important in ameliorating any negative or hostile teacher feelings about the inservice activities. Of course, the legalistic power base may be utilized if the incentives are not powerful enough to attract and hold the teachers. Obviously, when neither is effective, then the coercive power base may be applied.

In the context of staff development, it may be necessary to apply all three of the above power bases. These are legitimate and reflect responsible bases of power for an LEA. Since control of public education is ultimately under control of the people, whether or not they (or their elected appointed designees) determine a new thrust or goal for public education, new training needs are visited upon the teachers.

Institutions of Higher Education

Institutions of higher education (IHEs) have as their primary power base expertise. This power base needs further explanation as it relates to IHEs and inservice education. In the first place expertise does not exist soley in IHEs. Expertise is generally task and situation specific; therefore many, by virtue of the task or situation, qualify as experts. Certainly as already noted, descriptive research such as in the form of surveys, typically do not rest with IHEs, but are more generally ascribed to SEAs or LEAs. Thus, when dealing with collaborative efforts, expertise comes from a variety of sources.

Secondly, IHEs need to examine, as an institution, their commitment to providing expertise in inservice education. Expertise does not accrue from a state of being, but rather it comes from a consistent and rigorous process of becoming. Since the advent of the teacher shortage and the crunch on IHEs to provide credential related inservice education, nearly all teachers have a bachelors degree and in some sections fifty percent or more have master degrees or their equivalent. This phenomenon for some IHEs, suggests that the professors have taught themselves out of their jobs. The relationship between IHEs and an unsophisticated profession is quite different from its relationship to a sophisticated one. This is especially true when viewed in terms of the so called teacher surplus which has resulted in dwindling numbers of neophytes entering the profession. While there may be a continuing need for some of the old skills and knowledge,

most professors will be unable to make a living relying on insights and skills that are at least ten years old. Schools of education must not only encourage continuing professional development of its faculty, but also provide inservice education for the professors.

At least part of that inservice education would profitably be spent on developing clinical and observational skills of the college staff. One of the difficulties of IHE instruction is that it must be, by its nature where the students come from, general. That is, the students are expected to transfer their learning to their own situation. Transfer of training does of course occur, but not nearly to the extent that is normally assumed. Failure to transfer training occurs at all levels of teacher education and within each agency discussed in this paper.

Colleges are in an excellent position to develop clinical skills to offer inservice education. These skills should concentrate on job embedded concerns. That is, the clinician should provide on-site help, concentrating on the realities that exist for a teacher with his/her class.

These realities should strongly influence the training, as the clinician tailors his effort to the shape and size of the teacher. This becomes an application of starting where the learner is and proceeding from that point. It is not very helpful for the tailor to arrive with ready made clothes to his own specifications and attempt to stretch the customer here or reduce him there, so that the garment will fit.

Providing clinical services to inservice education is one of the ways an IHE can contribute expertise. The role or function in this case is one of translator and applicator. Not only is this suggestion appropriate for inservice generally, but it has special appeal as an aid in helping recent graduates get started in the profession.

A second general class of expertise IHEs should concentrate on its developing new knowledge through research. Research in teacher education suffers basically from a lack of respect by the practitioners, and more to the point, from a lack of systematically and regularly applying inductive inference.

Inductive inference is nothing more than the scientific method, and involves the process of trying to refute hypotheses (or a series of them). It is not trying to prove something, since this cannot be done logically. A commitment to research means continually trying to refute each hypothesis. Strength of a hypothesis grows in the failure to refute it, not in emotional or rational defense thereof. This is a fundamental understanding and an attitude which must prevail if research in teacher education is to produce the expertise needed in inservice education. The key of course is systematic and regular application.

Problems in education need to be identified first, then alternative hypotheses need to be generated and crucial experiments designed. These need to be cleverly chosen so that all will relate to a rigorous syllogism. The plea here is to generate alternative hypotheses and test them so that we can eliminate or reject hypothesis. Until a profession can systematically eliminate some ideas, it really has no reliable knowledge base. The IHE role in this sense is as a producer of knowledge.

One way to view universities is to say that research is their sine qua non. That is, football stadiums, dormitories, student centers, labs, classrooms, even students could be eliminated and it is still possible to have a university. At its base element, only a community of scholars is needed. Scholarship alone is required. Without this element, institutions are universities in name only. Admittedly this is a hard position, but it does relate directly to one role of IHEs in inservice education. That is, the power base for influence of IHEs in inservice education is their expertise, and further, a significant and necessary part of that expertise comes from research that is done in the field. It is time to take up a crusade for systematic inductive reasoning as opposed to the more relaxed and diffuse tradition that has become extant in higher education.

Let us explore this idea of research just a little further in the context of inservice education. Collaboration is the main thesis of this paper and research in inservice education will necessarily involve LEAs, SEAs and professional organizations. A modest suggestion for increasing the power of research is to generate hypotheses as a first step, then debate these ideas by the best group of professionals that can be mustered from all participating agencies. The debate should concentrate on devising alternative hypotheses in such a way as to mortally wound the idea. In this context, only ideas that are alive can be so endangered and thus rejected or temporarily fail to be rejected. This is difficult to achieve however, because as ideas spring out, there will be always a tendency to defend them. Such is appropriate, so long as the defense is grounded in asking new questions, and not defending the position, at any cost, for the remainder of a career. As a defense against the latter, the profession must develop multiple working hypotheses; each with its own criteria and means of proof. If taken together they encompass the problem on all sides, the total outcome will be rich and full. Such a collaborative multiple working hypotheses approach should become a "habit of the mind" so that our conflicts become conflicts of ideas without reluctance or combativeness. To each theory or idea we must ask, "What experiment could disprove this?" To each experiment we must ask, "What idea does this disprove?"

A third way IHEs can develop and offer expertise is through analyzing and synthesizing the various ideas and forces that impinge on teacher education and help the collaboration effort to see their local efforts in a global context. This would include interpreting not only the job related and job embedded inservice efforts, using insights from such fields as psychology, sociology, anthropology, political science, health and national priorities. Emphasis in this realm of expertise is focused on direction as opposed to action

for the sake of action. Meaning comes from activity that is carefully planned, structured, implemented and interpreted from theoretical and foundational studies.

This last area of providing expertise is the most frequently used by IHEs. Its impact will increase only as the other realms of expertise, (the clinical specialist and the research) gain in relative ascendency.

IHEs also possess referrent power. This is seen in the esteem they hold for granting degrees, in the requests that come to them for consultative services, and in part by teachers who serve as cooperating teachers for student teachers. Referrent power for IHEs is in the process of decline, primarily due to a growing perception of inservice teachers of the IHEs inability to deliver specific job embedded assistance. This is a built-in difficulty for IHEs since their student body consists of teachers from a variety of districts, representing a variety of schools with varying resources. That is when the instruction is tailored to one, it misses the other. Unfortunately, though, when it is tailored to the average or ideal, it may miss all, due to a lack of specificity.

In spite of this decrease in referrent power, which was probably overestimated during the fifties and sixties, IHEs still possess considerable referrent power, and many teachers and agencies continue to desire an association with an IHE.

The reward power of an IHE comes from the granting of degrees, grades and granting of special recognition. In some states advanced degrees are tied to salary increments. In some states satisfactory grades for courses taken accumulate to a fixed point where salary increments are given.

Coercive power in an IHE more frequently takes place before a teacher becomes certified. IHEs have screening procedures which eliminate some teacher candidates from the profession. There are prescribed courses that must be taken to qualify for a degree. The threat of a failing grade is also coercive power.

Legalistic power is granted to IHEs in some states through certification requirements. As a broad group, IHEs possess legalistic power mainly through permissive legislation. That is they are permitted to offer degrees, courses, conduct research and provide community services. Sometimes these activities are funded by the state and sometimes they are not. One of the main characteristics of legalistic power in higher education is that students are at a college or university out of choice and could, if they so choose, go to another institution. This places a marked limitation on exercising legalistic power in an IHE.

PROFESSIONAL ORGANIZATIONS

The last agency to be discussed in reference to the power base for influence are the professional organizations of teachers. This is perhaps the most difficult since the role of professional organizations is emerging.

Inasmuch as professional organizations represent the front line teachers, their main bases of power, from a collaboration point of view, is referrent power. Teachers need to be involved in planning, implementing and evaluating their own learning experiences. There is growing acceptance of teachers' roles in inservice education by each of the agencies discussed. Personnel in the other agencies identify with the teachers because most were teachers once themselves and also because everyone agrees that the teacher is the primary agent for the children. Furthermore most educators, as evidenced by their persistence in completing their education in teaching, have had the experience of having at least one excellent teacher, who has not been forgotten.

Referrent power is granted most typically when legalistic mandates are not involved. Some legal requirements are just that, and there is little room for dealing with how the teachers feel about the law or whether or not they will comply. Others, of course provide more latitude and when the LEA or SEA begin their planning they often involve teachers. As this occurs, referrent power begins. As more and more teachers become involved and are granted more and more decision making authority, referrent power increases.

Professional organizations possess expert power also. Not only do they commission studies, develop curriculum and conduct professional meetings, but the teachers themselves are in the best position to identify what their personal needs are. When one is interested in the personal welfare, professional growth and discovering where a place to begin is located, teachers become the experts.

Teachers are very often experts in applying a skill or knowledge to a specific situation. They know the characteristics of their children, of the parents, of the neighborhood and know that some ideas just won't work in that particular location. Or they know exactly how to go about doing a job that would appear difficult to an outsider.

Legalistic power is assumed by professional organizations in a special way. That is, when they become the bargaining agents for the teachers they have a legalistic power base. Negotiated contracts tend to have the force of law in a practical sense. This especially is true when inservice is negotiated as it is in Hawaii. Once inservice is the subject of negotiations, limits are placed on the other agencies and power is invested in the professional organization.

Professional organizations have reward power as they press for (and receive) from the LEAs salary and other fringe benefits. Teachers see professional organizations as possessing also the ability to reward.

OPTIONS AND LIMITATIONS

Power bases should also be viewed in another related context. Bases of power utilized for inservice training will have an impact on 1) the needs being addressed, 2) the content of the inservice and 3) the mode or way it is presented. Figure 1 is an attempt to summarize the relationship between the power bases discussed and the needs, content, and mode with whether or not the latter are fixed or open.

Figure 1

Power Bases and Needs, Content and Mode

Power Base	Need	Content	Mode
Coercive	F	F	F
Legalistic	F	F	0
Referrent	0	0	0
Reward	0-F	F	0
Expertise	F	0	0

F=fixed
0=open

When using coercive power as a base for influencing teachers, the need for the change is fixed by the agency, the content of the change is fixed by the agency and how it is to be done is fixed. In other words, when coercive power is being used, there is little open choice, long discussions are unnecessary or even counter productive.

When legalistic based inservice programs are implemented, the need is fixed in the law, the content specified (either broadly or in detail), but usually the mode is open for deliberation. Collaboration in legalistic inservice programs then deals with the way to deliver the program and, in the case of broadly defined law, developing the content necessary to comply with the law.

Referrent power based inservice is quite different from the above. The needs are open and must emerge. The same is true of the content. The only thing fixed is the mode, in that a cooperative approach is essential.

In reward based inservice education the need is either open in the sense that continuing professional development (advanced degrees) are non specific, or closed in the sense that a staff development need is identified in advance by someone. The content is fixed in the sense that recognizable units are required (college or inservice credits). The way of doing it is open in reward power (as are the ways the incentives are given).

Expertise is fixed in inservice education in that it must be field based and relevant. The content and mode are both open and flexible.

The above model is suggestive of typical relationships and does not purport to be fixed in cement. There are, for instance, issues where legalistic power has more flexibility than is indicated in Figure 1. Sometimes the SEA (LEA) may extend more decision making properties than the law really calls for. Sometimes the SEA (LEA) may involve a number of outsiders in writing the regulations that accompany a new law. While all of this may be true, the ultimate responsibility is more fixed than it is open when dealing with the legalistic power base. The same caveat applies to the other power bases.

The final step in the development of this frame of reference is to identify what appears to be the unique characteristics that the four agencies discussed bring to a collaborative arrangement. It should be obvious from the preceding that in presenting these unique roles, the other roles are not being denied. Each agency, under special circumstances has the capability of operating from each of the power bases. This capability is as legitimate for each agency as exercising its primary role. It should also be apparent that this suggestive model should be adapted to each state in ways that are appropriate with tradition and state law.

The primary power base role of each agency is as follows:

State Education Authority	legalistic
Local Education Authority	reward and legalistic
Institutions of Higher Education	expertise
Professional Organizations	referrent

When the inservice activity is primarily staff development, in the sense of implementing mandates for training, the relationship differs from generic improvement of teaching. In the staff development sense the need for inservice, the content to be covered, and the mode of presentation are far more fixed or given that they are in the generic improvement of teaching.

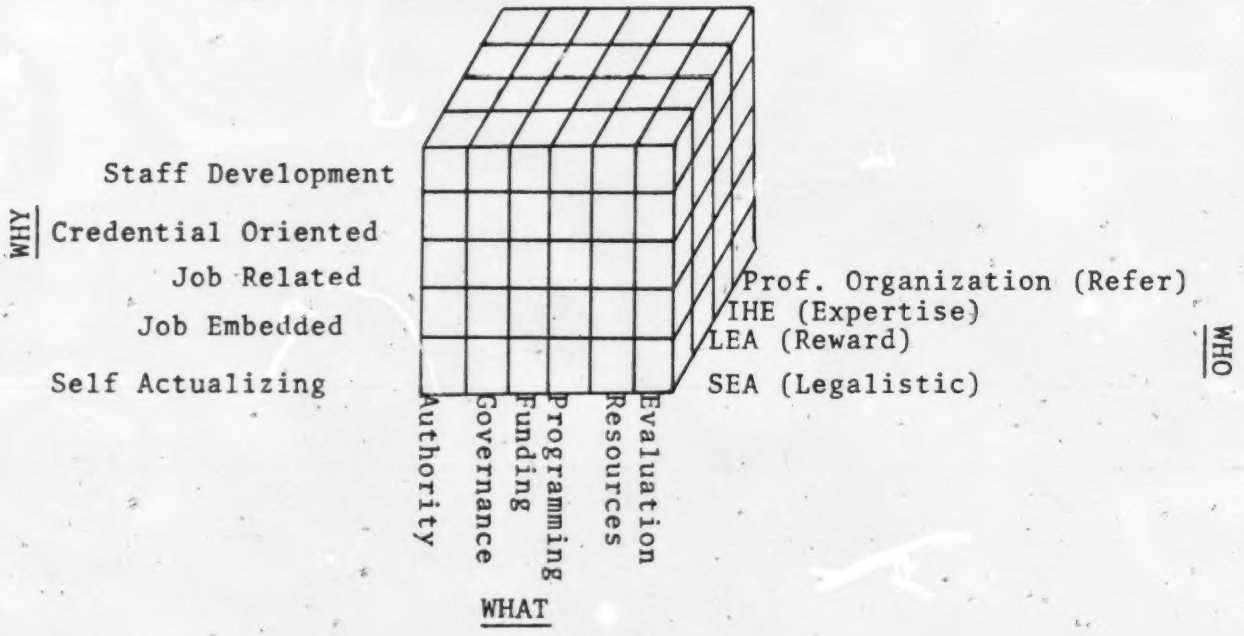
When inservice is directed at the generic improvement of teaching, the needs come from the teachers and may be articulated by many. The only criterion here is that these needs are real to the teachers. The content can vary as widely as the needs identified and can range from improvement of helping skills to the management of the classroom. The mode of presentation is also as open as the resources will allow, from independent study to large group presentations.

Collaborative Arrangements

Let us now examine a suggestive collaboration arrangement. Picture a three dimensional cube representing areas of interaction. The three areas being identified are who will contribute to the inservice programs, why will these programs be conducted and what will be the issues to resolve (The how, of course, is by multi-agency collaboration).

Figure 2 represents these various dimensions of inservice teacher education.

Figure 2. Model for Role Differentiation in Collaboration Inservice Teacher Education



The model represents the range of different kinds of involvement possible for each agency within a collaborative arrangement. Specific inservice projects determine, to a large extent, the kinds of services and power bases the agencies can offer.

An example may be helpful. If the task at hand is primarily implementation of P.L. 94.142 (the Education of the Handicapped), then the SEA may be the primary responsible agent of the inservice effort. It may direct that LEAs actually do the training, that universities do it, or provide for a range of providers. However, SEAs have the prime responsibility for carrying out the will of Congress.

LEAs may reinforce the legalistic power base of the SEA, since the school board (superintendent) is responsible at the local level. LEAs may also use reward power in implementing the training effort. Examples of rewards may include, district wide credit for participation, released time for the training, monetary stipends and reassignment.

The above is an example of Staff Development since it is being handed down from above and should not be confused with self actualizing or job embedded education. This is not to say that in the process of delivering staff development training, some job embedded help may also occur. In fact, most people would be delighted with such a pleasant side effect, but it remains only a side effect to the main purpose - that of carrying out the law.

Therefore, the top row of blocks on Figure 2 are the primary concerns across both the who and what dimensions. The authority for these training efforts come from the federal law. While this may be delegated in various ways, the final authority does come from the law (or a state law if it exists).

The governance of this training effort would logically come as a subunit within a fully functioning consortium whose overall responsibility is to provide inservice teacher education across the entire why spectrum. In practical terms this might mean a special P.L. 94.142 committee assigned to implement training efforts. Responsibility of chairing such a committee should be someone who is in a direct line of responsibility legalistically, whether he/she is in an SEA or an LEA. IHEs or professional organizations will not play minor insignificant roles in the training effort. Its just that the sine qua non of the training effort is the law, hence the "more equal than" status.

It should be understood in this model that parts of the training packages may be subdivided even further as implementation needs become apparent. Thus, if certain diagnostic and prescriptive skills are needed, an IHE with classroom teacher resources, may well take on a major responsibility for this area. In like manner, the SEA may undertake, for example, the specific training of bus drivers for their roles in dealing with handicapped children. In both cases the delegated responsibilities of subgroups are meaningful in terms of the relationship each has to the governance structure, its authorization, and the nature of the task at hand.

The consortium must also deal with the issues of identifying implementation needs, programming, evaluation and identification of resources

to carry out the inservice staff development for P.L. 94.142. Once again each agency may contribute to the extent of its ability within the context of staff development.

In the present illustration the agenda of the consortium remains approximately the same i.e., establishing the authority, governance, funding, needs, program, resources and evaluation. The questions of why an activity is being pursued determines the role of each agency and how the power base will be utilized.

Network Power

In terms of the power bases discussed in this paper, the consortium for inservice teacher education will enjoy a sixth source of power yet unmentioned. While each agency contributes from its power base when appropriate, the consortium also generates its own power which is more that the sum of the various parts.

This unique consortium power may be called network power and refers to the power that accrues through being in the center of a communication network. One of the prime assets of the consortium is that representatives from the various agencies are privy to the inservice teacher education efforts, understand the source and nature of the priorities, and thus informed, are in a better position to marshall their own resources for the common good.

What this means is that a significant responsibility rests on each consortium member to communicate about inservice teacher education within his/her home agency. For the success of the consortium efforts on inservice teacher education, it is critical that appropriate information is communicated to the decision makers,

One of the reasons for the confusion, the existence of unmet needs, and a clear sense of accomplishment in inservice teacher education, is this lack of communication. A second reason is the lack of a specific agency whose main purpose is broad based inservice teacher education and which also serves as a clearing house within the state.

Newwork power also evolves from a fundamental assumption of equality and mutual respect. These dimensions are essential for effective interaction and sharing. An operational definition of respect is recognizing, understanding and accepting the real limitations of each agency. The impact of some limitations can be reduced within the agency or through collective effort. Some cannot be so reduced and must therefore be accepted for the limitations they are.

When a consortium functions as a communication network, it will become a social system dependent on the interaction. Increased communication will increase the likelihood of similarities emerging among the agencies and increases the probability that inservice goals can be realized. The social system created by a consortium will develop role expectations dependent upon power based objectives. The communication

will affect the social system: the social system will affect the communication. (Birds of a feather flock together; birds that flock together tend to be of the same feather.)

Knowledge of the consortium social system for a given state will permit one to make fairly accurate predictions about the people and the program for that state. One could predict belief systems, what the people know and how they might behave given specific stimuli. For example, a state with an active and strong SEA may have the social structure of the consortium centered about staff development with the other agencies playing ancillary roles. The stimuli of any particular law would immediately have priority over other legitimate interests of professional organizations, IHEs or even LEAs.

Whereas another consortium in another state may have an entirely different social structure and communication system which solicits and attends to a variety of teacher education concerns. Emerging consortia should address themselves to the communication network and the role expectations that have the biggest payoff for inservice teacher education.

When dealing with the social systems of cooperative arrangements one needs to deal with the consistency between role expectation and what one actually does. The structure of the consortium would not survive if the difference between expectations and actuality are too great. Therefore, the suggestion is that role expectations in consortia be related to the power bases previously discussed. Since each member will also have some roots in other power bases, understanding and cooperation are enhanced.

The advantage to identifying clearly the power base, identifying the agency responsible, and proceeding consistently with this pairing is that expectancy and actuality are as one. Furthermore there will be less noise (irrelevant discussion) in the communications. For example, a college representative need not feel under attack simply because an SEA representative is attempting to coordinate the efforts necessary to implement a law on accountability even though they may both privately agree that it is not a perfect law. Or an LEA representative will not become upset because a professional organization representative wants help with unmet self actualizing needs of teachers. Thus, when agency representatives in a consortium have clarified their own role internally, and when the other participants are aware of where each other is coming from, productivity increases, group cohesion is enhanced and individual satisfaction is easier to accomplish.

CONCLUSION

In many ways inservice education can be likened to a huge machine sitting in a large open field. There are many driver seats in this machine which make it go forward, backward or sidewards. Each person sitting in a driver seat has the levers in front of him but can see through a tiny slit, only a very limited portion of the field. The machine can move in any direction only by having everyone pushing the appropriate control levers. If each driver tries to go only in the direction he can see, the machine stands still since each person is trying to go in his own direction. The only way to move at all is to coordinate all efforts together. When a specific goal or location is preferred, all must work together to get there. Otherwise nothing much happens, or the machine misses its target.

The illustration has a relation to agencies or institutions. Unless individuals who make up the personnel resource pull together in common directions they suffer from listlessness. Unless their energy is directed primarily at its main mission or task, it lacks congruence in its outside relationships. A lack of congruence for an agency or institution results in muddled communication and in extreme cases, distrust.

When a complex undertaking such as inservice education is attempted, collaboration and cooperation are critical for all but the most simple of tasks. The nature of that collaboration will be affected by the degree of congruence among the cooperating agencies. Therefore, it is very important for each agency to understand its basic nature, organize itself effectively to be true to that nature, and offer its resources consistent with its strength and unique role.

Therefore, this paper urges congruent collaboration based on sources of power to act, as a modus operandi, for continuing professional development. Each source of power has a legitimate and important role in the collaborative effort. They should be recognized, made explicit and utilized when appropriate.

RECOMMENDATIONS

1. A portion of FTE funding for schools/departments of education in LHEs be designated for providing clinical services to classroom teachers. These clinical services would include teaching inservice workshops with follow-through in the classroom, responding to requests for in classroom assistance, and generally functioning as a problem solver of the teaching learning process. It is recommended that 5% of education department staff be devoted to these services.

2. Individual state AACTE units should attempt to establish cooperative arrangements for providing inservice teacher education including SEAs, LEAs, IHEs and professional organizations.

3. Collaborative efforts to provide inservice education for teachers should be guided by the nature of the task(s) attempted in providing services, creatively using the power base of each participating agency.

4. Collaborative efforts should emphasize specific objectives rather than broad, poorly defined goals.

5. Collaborative arrangements must recognize the legitimacy of the differing interests that are held by each cooperating agency. That recognition should be behaviorally expressed by all attempting to assist in performing the task at hand.

6. Collaborative arrangements must be structured to provide for a variety of inservice needs. Reluctance to do so will result in an agency which feels responsibility for an unaddressed need, deciding that it must fill the gap by itself.

7. Collaborative arrangements must provide for systematic flow of information, flow of work and flow of personnel both within the structure and between the agencies and the general public.

8. An important role of the collaborative arrangement is to aid and assist each agency to exert the power to influence they possess.